FINANCIAL PROCEDURES

BULLETIN

7

March 1985

# Calendarized Budgets



Ministry of Municipal Affairs and Housing Dennis R. Timbrell Minister

Ward Cornell
Deputy Minister

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Ministry of Municipal Affairs and Housing

Honourable
Dennis R. Timbrell
Minister

Ward Cornell
Deputy Minister



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#### CALENDARIZED BUDGETS

#### INTRODUCTION

Calendarized budget: these two words sound like the introduction to a complicated, complex and confusing system devised by someone who had nothing better to do at the time. Actually, it is a relatively straightforward process which can make life a lot easier for municipal staff and councils alike.

Basically, it is a method of analyzing the approved municipal budget to determine the timing of expenditures and revenues on a monthly basis during the year.

Prudent people have some sort of a household budget. They know approximately how much it costs each month for rent or mortgage payments, food, telephone, hydro, heating, loan repayments for the car or furniture or appliances. They can make a reasonable estimate of annual and seasonal expenditures for taxes, insurance, clothing, home repair and maintenance, car maintenance and operation, entertainment, recreation, and the replacement of furniture and appliances.

Similarly, the amount of household income for the month is usually known. When this is compared with monthly expenditures, a pattern of spending habits and the income available to finance these habits takes shape.

A municipal calendarized budget works on the same principle only on a larger scale. There are fixed monthly expenditures, annual and seasonal expenditures, and revenue from various sources to finance these expenditures.

#### **PURPOSE**

It should be understood that a calendarized budget is a guide and only one of the tools, albeit an important one, used in financial management. It is

an educated guess as to how the budget for the year, approved by council, will be allocated to each month of the year. As obvious discrepancies arise and circumstances dictate, it can be revised to fit the requirements of the approved budget or any amendments to the approved budget.

However, any material changes to this guide should be explained and the reasons examined to determine what went wrong and why. This is necessary for good budgetary control and to ensure similar instances do not occur in the future.

#### **CASH MANAGEMENT**

A calendarized budget can be prepared in conjunction with a cash flow budget. Although they appear similar, their functions are different. In a calendarized budget it is the timing of revenues and expenditures that is important for budgetary control and reporting purposes. In a cash flow budget the essential element is the actual payment or receipt date which is used to control the cash management of the municipality throughout the year. A cash flow budget is used primarily to ensure funds will be available to meet budgeted expenditures, and that cash not immediately required will be invested for maximum benefit.

Used together, these two types of budget forecasts will prove invaluable to municipal staff and councils in the control of budgets, spending, borrowing and tax collection.

# **ADVANTAGES**

Why bother with a calendarized budget? Why go through the process of breaking everything down on a monthly basis when the end result is the same? What is the point of a small municipality going to all that trouble and creating extra paperwork?

There is one simple answer: budgetary control. Control over expenditures: what is being spent, who is spending it, and when it should

be spent. Control over revenues: how much can be expected, where it will come from, and when it should be received. By preparing periodic reports, preferably monthly, actual revenues and expenditures to date can be compared with the calendarized amounts. Differences between the two sets of figures are called variances and any variances, over or under, should be investigated and explanations obtained from the persons responsible for the accounts in question.

This procedure serves two other purposes. Firstly, comparisons can identify potential problems sufficiently in advance to allow corrective action to be taken. It is obviously much more effective to realize, say in June, that a particular account will require careful monitoring than to discover in December, much too late, that the account is heavily overspent.

Secondly, comparisons of actual to calendarized amounts can be used as a measure of administrative effectiveness and efficiency. Material variances from the calendarized budget may be the result of incorrect projections, unforeseen circumstances, or reflect inadequate administrative control by the departments involved. When the reasons are ascertained, appropriate steps can be taken to correct the situation.

Reports prepared from a calendarized budget also give an up-to-date picture of the financial situation of the municipality at any point in time during the year. Too often, results are not known until after the year-end financial statements are prepared. By then it is too late to change anything, and any necessary adjustments must be picked up in the following year's budget.

To illustrate. A municipal treasurer was reviewing the month-end actual to total year's budgeted expenditure reports as at October 30. He noted that in three accounts -- Administration Salaries, Parks Maintenance and Winter Control -- the amount spent was 10/12 of the amount budgeted for the year. Should he be concerned? Should he seek further information? Will the answers be different for each account? A more detailed examination revealed:

- Administration Salaries are approximately the same each month and no further action is required.
- Parks Maintenance is a seasonal expenditure and is apparently underspent. This may or may not be a cause for concern depending on the reasons for the variance.
- Winter Control is also a seasonal expenditure and may be overspent.

  The treasurer should be concerned and should investigate further.

Had the treasurer and his council been using a calendarized budget as a benchmark for expenditure analysis during the year, the problems and opportunities resulting from under- and over-spending might have been identified while there was still time to take appropriate action. Early November might be too late.

A calendarized budget is not confined to the revenue fund budget. It can also be used to monitor and control capital budgets and special projects. The progress and status of a capital work is easily determined at any time by comparing actual amounts to date with budgeted projections. This comparison, together with other control features, will indicate whether the work is on schedule and within budget. Any variances should be investigated immediately to determine if any adjustments or rescheduling of priorities are necessary.

#### **PREPARATION**

Many municipalities keep their books on the cash basis of accounting rather than the accrual basis. Transactions are recorded only when payment is actually made or money actually received. Consequently, adjusting entries are required at the end of the year to record accrued items for financial statement presentation and reporting. Mainly, the transactions involved are accounts receivable, taxes receivable, accounts payable, and penalties and interest on unpaid taxes.

The accrual basis, however, records revenues when they become due and expenditures when there is a legal obligation to pay, regardless of the actual cash receipt or cash payment date. This method provides a more accurate indication of the municipality's financial situation at any point in time during the year. It also provides more useful and factual information when comparing actual performance with budgeted performance.

Regardless of the basis of accounting used, the basic steps in preparing a calendarized budget are the same. For monthly reporting purposes, some adjustments will be necessary to convert the cash basis to the accrual basis in order to derive maximum benefit from the information produced.

The following procedures are intended as a guide only, and can be combined, modified or adapted to individual situations. However, the goal is still to prepare a calendarized budget which will produce information in a form that will benefit the municipality.

There are six main steps:

- . analyze accounts for prior years
- summarize by month
- . analyze the monthly figures
- consult with department heads
- . consult with council
- . calendarize the current year's budget.

#### Analyze accounts for prior years

Analyze the accounts for at least the previous two years to obtain a picture of the general pattern of revenues and expenditures over this period. Most of the information can be obtained from the general ledger, the cash receipts book, the cash disbursements book (or cheque register), and the tax receipts book.

At this stage exclude any extraordinary and non-recurring items as they will only distort the picture. This analysis will provide an indication of the normal operations of the municipality.

#### Summarize by month

Summarize the results of the analysis by the month in which the transactions occurred using one list for revenues and a separate one for expenditures.

# Analyze the monthly figures

Analyze the monthly summary by function, sub-function and object to provide greater detail. For example:

FUNCTION:	Protection to Persons and	Property	
SUB-FUNCTION:	Fire		
		JAN	FEB
OBJECT:	Salaries and wages	\$3,000	\$3,200
	Employee benefits	500	520
	Materials and supplies	800	300
	Equipment maintenance	600	200

The detail is necessary to provide accurate figures for future comparison and analysis purposes. It makes it easier to pinpoint where and why changes or variances are occurring and to define what action is required.

#### Consult with other department heads

Meet with the department heads to determine if the current year's budget will follow the same pattern of revenues and expenditures as in previous years.

Major changes in expenditures may occur from year to year depending on work programmes, special projects and seasonal expenditures for functions such as road maintenance, winter control, and parks and recreation. Revenues may differ because of changes in the provincial grant structure or a change in tax due dates.

#### Consult with council

Meet with council, if necessary, to establish policy for the treatment of certain types of expenditures. For example, audit and legal fees, administration charges, equipment pool charges and insurance premiums may be spread over the twelve-month period to reflect the uniform.

applicability of these kinds of expenditure. Alternatively, they may be recognized only when they become due.

# Calendarize the current year's budget

Calendarize the current budget using the information gathered in the previous steps. The process can be simplified by using the general ledger account numbers to facilitate preparation and for comparison purposes when producing monthly reports.

As discussed earlier, revenues and expenditures can be divided into two basic categories: those of a fixed or recurring nature, and those which are annual or seasonal. A large part of a municipality's budget is comprised of fixed items, the amounts of which are known and which can be readily assigned to particular months of the year. The following list illustrates the most common items:

# REVENUES

- Taxation revenue is receivable on specified instalment due dates for both interim and final billings.
- Provincial unconditional grant amounts and payment dates are usually announced by the Province early in the calendar year.
- Recoveries of debt charges on long-term liabilities payable on behalf of other municipalities or bodies are due on specific dates.
- Rents receivable are due on a regular basis.

#### **EXPENDITURES**

- Salaries, wages and related benefits are usually paid on a weekly or biweekly schedule.
- Requisitions from the county or region and school boards are due on pre-determined instalment dates.
- Debt charges on long-term debt are due on specific dates.

- Payments to agencies such as conservation authorities, joint boards, health units and the Ministry of the Environment fall due at regular intervals.
- Payments to other municipalities for the share of joint services are usually due at certain times of the year.
- Rents payable, maintenance agreements, insurance premiums, subscriptions and memberships are fixed amounts due on specific dates.
- Telephone and utilities bills are also due on specific dates although the amounts may vary slightly each month.

Annual or seasonal revenue and expenditure amounts can be assigned from past experience and after discussions with other municipal officials. The most common items are:

#### REVENUES

- provincial and federal grants and subsidies for both current and capital purposes
- payments in lieu of taxes
- revenues of local boards
- financing for capital expenditures.

#### **EXPENDITURES**

- materials, supplies and services for the major functions such as roadways, parks and recreation, and fire protection
- winter control costs
- heating costs for municipal buildings
- expenditures of local boards
- capital expenditures for vehicles, equipment and buildings.

# MONTHLY REPORTS

To obtain the maximum benefit from the calendarized budget, monthly reports should be prepared comparing actual performance to date with

budgeted performance. There will always be some minor variances, which are to be expected when estimates are used, but significant variances require an explanation and, if necessary, corrective action.

The actual figures should include accounts payable, accounts receivable, current taxes receivable, penalties and interest on tax arrears, and any commitments or encumbrances. In other words, the monthly reports should be prepared on the accrual basis of accounting to achieve proper budgetary control and sound financial management.

Those municipalities that operate on the cash basis should make adjustments, where necessary, for:

- uncollected revenue invoices (accounts receivable)
- grants due but not yet received
- amounts due from or to other municipalities or other local government bodies for shared costs or debenture payments
- unpaid invoices from creditors (accounts payable)
- commitments or encumbrances for goods or services ordered but not yet received, or received but not yet invoiced.

These adjustments need not be recorded in the books of the municipality, but can be shown as worksheet entries when preparing the monthly report. In all probability the number of adjustments required will be minimal and will consist mainly of accounts payable and commitments. The effect of these adjustments is to allow proper comparisons between actual revenues and expenditures and calendarized budget amounts.

At this point, it is worth noting that those municipalities already operating on the accrual basis of accounting have an advantage when preparing financial reports. The adjustments discussed above would be made on a continuing basis, simplifying the production of monthly reports and providing up-to-date financial information when required. In the long run, the accrual basis is more effective and efficient, and is more conducive to better financial control and management.

Two types of reports are suggested: one in detail for use by staff, and one in summary form for council. The detailed one will provide sufficient information for staff to highlight and explain variances. A summary can then be prepared for council with the detail available if requested.

Based on the report and explanations, decisions can be made as to what corrective action is necessary, and what changes are required to stay within the approved budget. Decisive action at this time will prevent problems from developing and keep the municipality on a sound financial footing.

#### THE SCHEDULES

Appended to this bulletin are schedules which illustrate the process from the development of the calendarized budget to the preparation and presentation of the monthly reports. The General Government function is used as an example for expenditures, but the same principles apply to all functions. The formats used are examples only and can be adapted to suit individual needs. The following specific comments should be read with the relevant schedules:

#### Schedule 1: Calendarized Budget - Expenditures

Some of the accounts in this example can be expanded to provide more detail if desired. For example:

- full- and part-time salaries and wages, and overtime can be shown separately:
- utilities can be broken down into hydro, water and heating costs;
- telephone and postage can be listed separately, as can audit and legal fees.

Conversely, smaller municipalities may find it sufficient to prepare this schedule by sub-function total only. In the example, the only lines used would be: Total for Members of Council, Total General Administration, Total General Government, and Cumulative Total. Each major function would be treated in this manner. This format would simplify preparation where a detailed breakdown by object was considered unnecessary or would not materially affect the desired result.

# Schedule 2: Calendarized Budget - Revenues

This schedule includes examples of the most common types of revenues and is not intended as a comprehensive listing. As with expenditures, more detail can be shown:

- taxation revenue can be split into its various components: residential and farm, commercial and industrial, and business. These can be further segregated into general municipal, county or region, and public, separate and secondary school boards;
- government grants and types of other revenues will vary from municipality to municipality.

# Schedule 3: Monthly Report - Expenditures

Monthly reports compare actual performance to date with the calendarized budget. Explanations for variances need only be provided for material differences, and in other cases where deemed appropriate. For staff use, a more detailed breakdown can be used to assist in budgetary control. For council's use, a summary by function will probably be sufficient with any problem areas highlighted for council's attention.

The column headings are self-explanatory, but two of the columns require further comments:

- Column 4 should be used by those municipalities whose books are kept on the cash basis of accounting. Entries made here convert cash to accrual and record invoices received but unpaid, the cost of goods and services received but not yet invoiced, and the cost of goods and services ordered but not yet received. These amounts, when added to column 3, indicate how much has been actually spent and committed to date and, by deduction, how much of the approved budget is available for the remainder of the year.
- Column 7 should reflect anticipated expenditures to the end of the year and should be based on expenditures to date (column 5) and what will be required for the remaining months of the year. For the first seven or eight months, the amount shown here will probably agree with the unused balance of the approved budget. In the latter part of the year, this figure could be higher or lower than the unused balance depending on how closely departments are adhering to the approved budget.

If the projected variances shown in column 8 are material, amendments to the approved budget or transfers of funds between functions or both may be necessary. Such action would require the approval of council. The calendarized budget would be amended to reflect any such changes.

The monthly report is the key to good budgetary control. It provides users with the information needed to measure performance and indicates the areas which may require review and monitoring.

# Schedule 4: Monthly Report - Revenues

This schedule is not a cash receipts report or a cash management document, but is essentially a financial management report. It shows that budgeted revenues have been <u>billed</u> on a timely basis. The control over collections arises not from this document, but from the regular review of taxes receivable and accounts receivable subsidiary records.

- Column 4 entries convert the cash basis to the accrual basis and reflect revenues due but not yet received. Exceptions are taxation revenue and penalties and interest on unpaid taxes. Taxes levied should be credited to taxation revenue at the time the bills are issued, and penalties and interest should preferably be recorded on a monthly basis.
- Column 7 should reflect anticipated revenues, as opposed to cash receipts, to the end of the year. The comments in Schedule 3 regarding the amounts shown in this column and in column 8 apply here with the necessary modifications. For example, projected taxation revenue may be reduced due to successful assessment appeals or conditional grants may increase because supplementary grants for roadways were approved.

# **SUMMARY**

The implementation of a calendarized budget with monthly reports is not a difficult task if taken one step at a time. The initial preparation will probably require some research and analysis to establish the base from which forecasts can be developed. However, in subsequent years the exercise will be easier and quicker to complete as more experience is gained.

Used as an integral part of a budgetary control system, the immediate benefits will soon become apparent. In the long run, it leads to improved fiscal planning and projections, and more effective financial management.

# **REFERENCES**

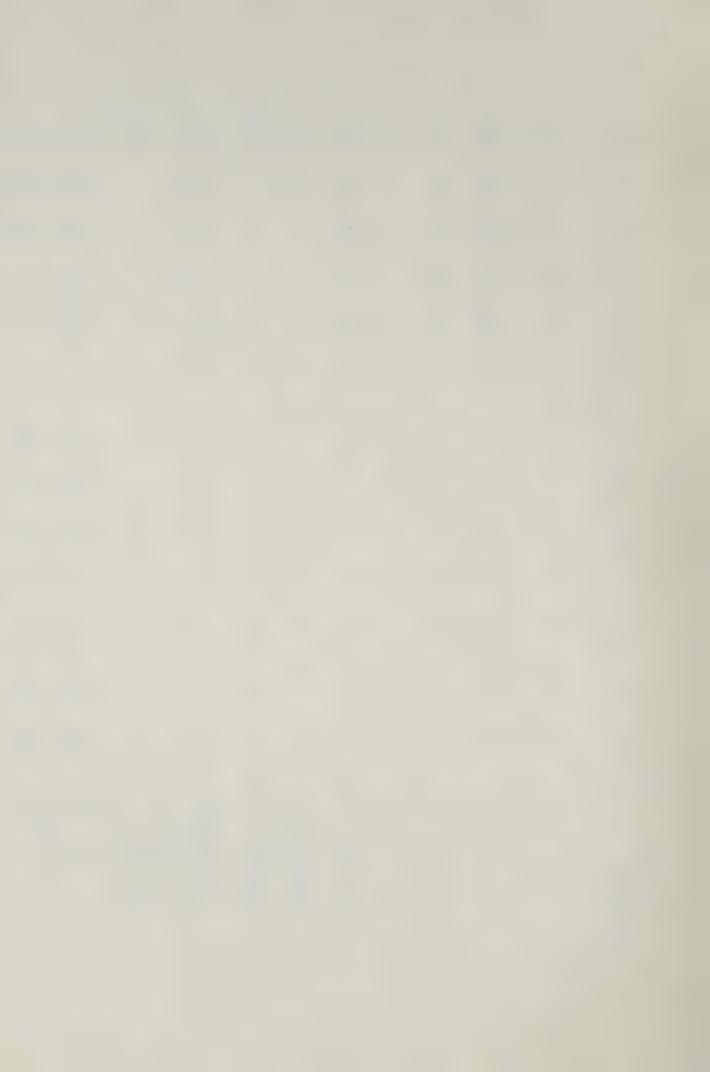
The Basic Accounting Package (BACPAC) published in November 1982 by the Ministry of Municipal Affairs and Housing is primarily designed for small municipalities, and covers basic bookkeeping, accounting and management procedures. The following BACPAC chapters and financial bulletins published by the Ministry are pertinent to this bulletin:

<u>Topic</u>	<u>Publication</u>
Budgetary Control	BACPAC, Chapter 3090
Cash Management	BACPAC, Chapter 2040  Bulletin F.1 - Cash Management in Municipalities  Bulletin F.3 - Municipal Investments  Bulletin F.4 - Property Taxation - Billing and Collection
Financial Reports	BACPAC, Chapter 7020
Chart of Accounts	BACPAC, Chapters 9010 to 9090



TOWNSHIP OF REVENUE FUND

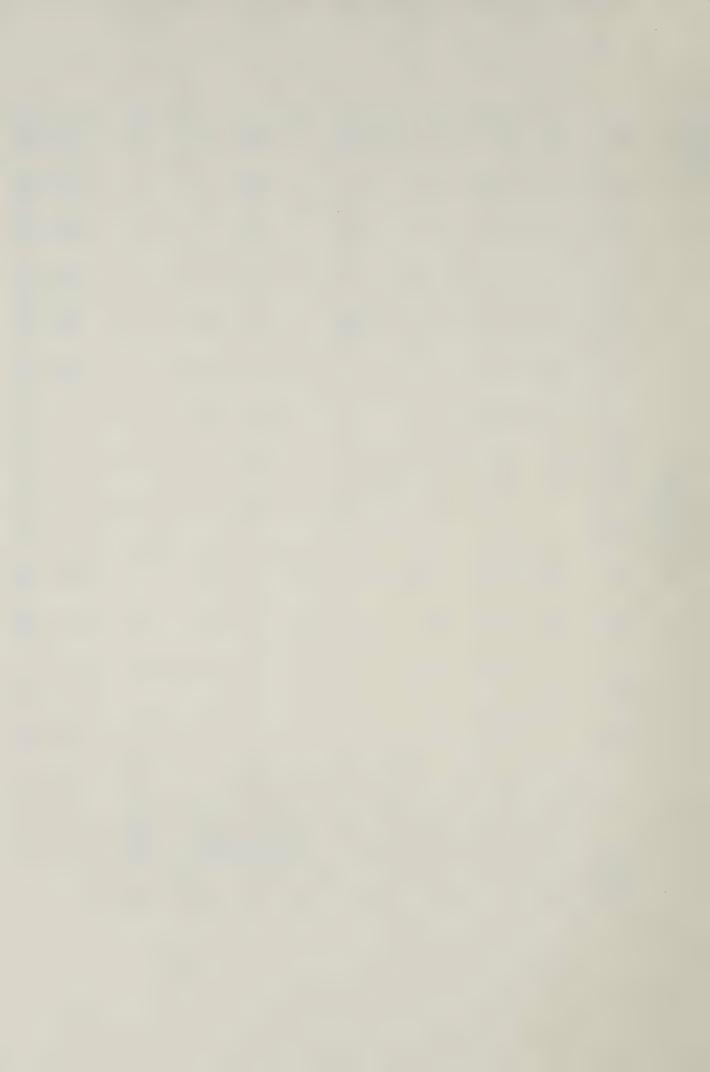
Fertile Conference   Fertile   Fer	ACCOUNT	JAN	FE8	MAR	APR	MAY	JONE	JULY	AUG	de de	DCT	NOV	DEC	TOTAL
Persumential color   Persume	ENERAL GOVERNMENT MEMBERS OF COUNCIL	45	\$	S	\$	s	S	\$	\$	s,	\$	45	45	45
Total Members of Council 2000 2940 2040 2040 2040 2040 2040 2040		2000	2000 40	2000	2000	2000	2000	2000	2000	2000	2000	2000	2000	24000 480
GENERAL ADMINISTRATION  Solutives and wages  Net Long Term Debt Charges  Net Long Term	Total Members of Council Cumulative Total	2040	2940	2040	2040	2040	2640	2040	2040	2040	2040	2040	2040	25980
Solutives and wages   1850   1	GENERAL ADMINISTRATION											2		
Note   Long Term Debt Charges   150   1500	210 Salaries and wages 221 Employees benefits	1850	1850	1850	1950	1950	2450	2450	2450	1950	1950	1950	1950	24600
Materials and Supplies         200         750         300         150         250							10000							10000
Services and Renist         75         375         75         75         80         70         50         50         150           Professional fees and Renists and maintenance and transfers and animal renance animal animal renance and animal renance animal animal renance and animal renance animal animal renance animal animal renance and animal renance and animal renance and animal renance and animal renance animal animal renance and animal renance and animal renance and animal renance and animal renance animal animal renance and animal renance and animal renance and animal renance and animal renan	<	200 800 125	750 700 125	300 550 100 50	400 350 75	1000 250 175 25	200 200 100	150 250 50 50	200 250 50	200 200 50	175 300 7 <b>5</b>	225 450 75 25	200 700 100	4000 5000 1000 150
Particle systems   1500   1000   5	Ś	75	325	001	75	375	75	75	80	70	20	90	150	1500
Financial expenses   1500		35	35	35	35	35	500	500 55	55	40	04	04	4500	2009
Financial expenses         500         400         300         200         250         150         -         150         250         300         450           Toxes written off Toxes written of Toxe				1200									350	350
Bank charges         50         40         30         25         20         35         20         30         25         20         30         30         25         20         30         30         40         30         25         20         30         30         40         30         25         20         30         30         40         30         25         20         30	H.		700	009	300	500	250	150	•	150	250	300	200	4000
Transfers to Own Funds         Capital fund Reserves       5000       3000		20	09	40	30	88	40	30	25	20	35	20	20	450
Other Transfers         Crants and donations         500         260         260         260         260         2615         3460         3030         5525         3485         9340         360         3613						2000		3000			5000			2000 3000
ninistration         4070         4880         5460         3565         10810         18220         7110         3460         3030         5525         3485         9340           4070         8950         14410         17975         28785         47005         54115         57575         60605         66130         69615         78955         18955           TAL         6110         7820         27035         39885         60745         69895         75395         80465         88030         93555         104935         1	0						200							200
TAL 6110 13930 21430 27035 39885 60745 69895 75395 80465 88030 93555 104935	Total General Administration Cumulative Total		4880	2460	3565	28785	18220	7110	3460	3030	5525	3485	9340	78955
6110         13930         21430         27035         39885         60745         69895         75395         80465         88030         93555         104935	TOTAL GENERAL GOVERNMENT	0119	7820	7500	2092	12850	20860	9150	5500	5070	7565	5525	11380	104935
	CUMULATIVE TOTAL	0119	13930	21430	27035	39885	60745	69895	75395	80465	88030	93555	104935	104935



SCHEDULE 2

TOWNSHIP OF
REVENUE FUND
CALENDARIZED BUDGET 19
REVENUES

	JAN	FE8	MAR	APR	MAY	JUNE	NA Y	AL IC.	Q.F.D	TOC	NON N	DEC	TOTAL
						5	3	3	ğ	3	Ž	3	2
	s,	45	s,	s	45	\$	\$	\$	\$	\$	\$	\$	\$
14-1000 Taxation revenue Ontario Conditional Grants	1		125000	125000		140000		140000					530000
				36000			36000		20000	10000	2000	3000	110000
Recreation programs						2500							2500
Total Conditional Grants				36000		2500	36000		20000	0000	2000	3000	112500
Payments in Lieu of Taxes													
										300			300
									700				700
Ontario Unconditional Grants									700	300			000
Per capita general						12500			12500				25000
Resource equalization						10000			10000				20000
General support						2000			8000				15000
Total Unconditional Grants						29500			30500				00009
Licenses and Permits													
			200	150	00								025
Building permits			250	300	200	1000	007	300					טכי ל
Penalties and Interest					3	2	3	3					06/7
Penalties on current taxes				800	1000	1200	1500	1200	1400	1200	000	000	0000
Interest on tax arrears	1400	1300	1100	950	850	800	700	009	2005	200	007	000	9500
Investment Income													
Savings accounts	20	20	100	125	75	175	250	200	100	75	20	20	1300
Demand deposits				200	1000	1500	1000	1000	200	200			6000
		50									50	50	150
											)	3	2
Supplies and materials									200				200
Photocopies, plans and maps	25	25	25	25	25	25	25	25	25	25	25	25	300
				30	20	25	20	20	50	25		ì	250
													3
ł	25	25	25	20	30	25	25	25	25	25	25	25	300
Total Other Revenue	1500	1450	2000	2900	3600	4750	3950	3400	2800	2350	1450	1350	31500
·	1500	1450	127000	163900					24000	12650	6450	4350	735000
CUMULATIVE TOTAL	1500	2950	129950	293850	297450	474200	514150	657550	711550	724200	730650	735000	735000



TOWNSHIP OF

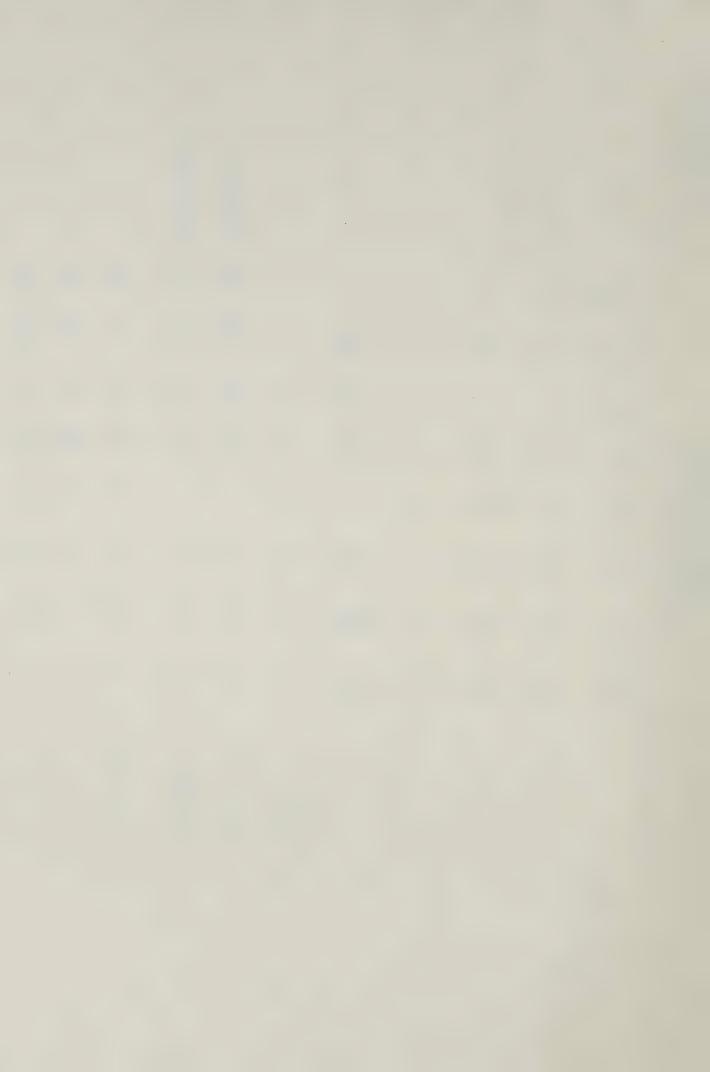
REVENUE FUND EXPENDITURES
FOR THE PERIOD ENDED JULY 31, 19



TOWNSHIP OF

REVENUE FUND REVENUES FOR THE PERIOD ENDED JULY 31, 19

Explanation	Supplementary taxes	eivable				Unpaid taxes Tax arrears collected	Additional investments		
Ä	Supplemen	Grants receivable				Unpaid faxes Tax arrears c	Additional		
Projected over (under) to end of year (5 + 7 - 1)	\$ 7000	1 1 1	25 50 75	1 1 1	100	700 (900)	1000 (50)	100 (25)	500
Projected Revenues to end of year	\$ 147000	38000	325 750 1075	10000	350	0009	2500	150	150
6 Over (under) to date (5 - 2)	s 1			200	8 8	(300)	25 500 (50)	200 75 (100)	25
5 Total (3 + 4)	390000	72000 2500 74500		10000	2500	4700	4500	200 250 25	2000
Accounts Receivable	s .	38500	1 - 1 - 1		150		1 1 1	- 50	27.5
Ledger Balance	390000	36000	1 1 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2 2	10000	2500	6800	4500	200 200 25	20550
Monthly Budget to date	390000	72000 2500 74500		10000 10000 29500	750	7100	825 4000 50	175	20150
Approved Budget for the year	\$	2500	300 700 1000 25000	20000	750	9500	0009 120	300	31500
	14-1000 Taxation revenue Ontario Conditional Grants	Roadways Recreation programs Total Conditional Grants Payments in Lieu of Taxes	Canada Ontario Total Payments in Lieu of Taxes Ontario Unconditional Grants	Resource equalization General support Total Unconditional Grants Other Revenue			Savings accounts Demand deposits Other Sales	Supplies and materials Photocopies, palns and maps Publications Other	Miscellaneous Total Other Revenue
Account		15-5310 5710	2310		17-7220 7240		0997	7740	0982



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For more information, write or call any of the field offices of the Municipal Operations Division. They are located at these addresses.

# CAMBRIDGE

150 Main Street Cambridge, Ontario NIR 6P9 (519) 622-1500

#### **GUELPH**

147 Wyndham St. N. 4th Floor Guelph, Ontario NIH 4E9 (519) 836-2531

### LONDON

495 Richmond St. London, Ontario N6A 5A9 (519) 438-7255

# **NORTH BAY**

347 Sherbrooke Street North Bay, Ontario PIB 2C1 (705) 476-4300

#### ORILLIA

15B Matchedash St. N. Orillia, Ontario L3V 4T4 (705) 325-6144

# **TORONTO**

11th Floor 777 Bay Street Toronto, Ontario M5G 2E5 (416) 585-7201

# **OSHAWA**

74 Simcoe St. S. Oshawa, Ontario LIH 4G6 (416) 571-1515

#### KINGSTON

1055 Princess St. Kingston, Ontario K7L 5T3 (613) 547-2203

#### **OTTAWA**

244 Rideau St. Ottawa, Ontario KIN 5Y3 (613) 566-3711

# **SUDBURY**

430 Notre Dame Avenue 2nd Floor Sudbury, Ontario P3C 5K7 (705) 675-4343

# THUNDER BAY

435 James St. S. P.O. Box 5000 Thunder Bay, Ontario P7C 5G6 (807) 475–1621

Any questions or comments regarding the contents of this publication may be addressed to the Ministry at the above Toronto address and telephone number.

